

FOREST / URBAN INTERFACE

* A SHARED RECREATION ROLE

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ABSTRACT

The Uinta National Forest is adjacent to major population centers along the Wasatch Front. Approximately 75 percent of the population of the State of Utah is within an hour's drive of the majority of the recreation areas on the Forest.

The National Forests have historically provided the overnight camping and group picnic opportunities for local residents living near them. The demand for recreation facilities near communities is increasing and is expected to continue.

With high energy costs, it is increasingly difficult to travel from the cities to engage in overnight camping and picnicking.

The opportunity exists for the State of Utah, Counties, and local governments to become more involved in providing overnight camping and picnic facilities adjacent to population centers and within local communities.

Traditional and proposed recreation roles are displayed, showing a shift of overnight camping, picnicking, and nature study to private enterprise, cities, and counties. An organization chart for an ad hoc committee is also included which shows the lead responsibility for coordinating the recreation roles with the Executive Director, Department of Natural Resources for the State of Utah.

CHAPTER I

Introduction

Since 1976 when energy costs began to escalate, with gas prices for automobiles going from 35 cents to \$1.35, there has been a trend towards the public staying close to home for various recreation activities. As a result, campgrounds and picnic areas in the proximity of the Uinta National Forest along the Wasatch Front are receiving considerable use. In the narrow canyons adjacent to the communities there is very little area that is developable for recreation sites. Most of the area with development potential has been developed. However, there are possibilities to rehabilitate some sites and increase their capacities by approximately 50 percent. Traditionally the role of the Forest Service has been to provide the majority of these recreation opportunities--camping, picnicking, driving for pleasure, wilderness opportunities, etc. The National Forests will most likely continue to be used to provide much of the outdoor recreation experience that the public desires, particularly in a forested environment. With limitations of space and dollars, some of the demand will need to be met by others. Federal, State, and local governments, combined with the private sector, must plan and work together to meet the recreation demands and needs of the public.

Statement of the Problem

The main problem of the study is to determine a way to coordinate between the suppliers of outdoor recreation in such a way that direction can be established and goals set for who is going to provide what and where. As demand for outdoor recreation opportunities and income levels have grown, outdoor recreation investment opportunities have become more attractive to the private sector. Public agencies should periodically and systematically evaluate the degree to which private sector investments can best provide certain types of outdoor recreation opportunities, the extent to which public investments offer unfair competition to the private sector, and how cooperative public/private ventures can accomplish mutual interests. The study will look at the roles of the different agencies and private sector as they are described in various planning documents; i.e., the State SCORP (State Comprehensive Outdoor Recreation Plan), county master plans and recreation plans, and studies done by the Bureau of Business and Economic Research for the Private Sector.

Each of the planning documents reviewed contains goals and objectives relative to recreation coordination. Most are in very broad terms stating what they propose to do, but there isn't a tie from the goals and objectives to a procedure for implementation.

The State SCORP has identified from the State's perspective what the role of each entity that manages and develops recreation facilities should be. Even though the State has defined what they think each entity's role is, it is still unclear as to how the implementation actually takes place.

To begin with, one must ask the question, "Is the State coordinating through the various counties and the various State divisions who have recreation responsibility so that there is a sense of direction as to who is doing what and when?" A second question would be, "Is the Forest Service coordinating with the State to make their feelings and desires known and to describe the potential and capability or lack of either of these as far as recreation opportunities for the future are concerned?" If these questions are being asked, it is very unclear as to what the outcome will be and who, if anyone, is taking the lead. Research of literature does not show that coordination is taking place, only a standard statement that coordination must take place to ensure that each entity knows what the other is doing and has accepted its share of providing recreation opportunities. Another question to ask is, "If the coordination is only superficial and it is being stated that it should be done and in fact is not, should it be done by the Forest Service at a Regional or Forest level or should the State be making the coordination contacts?"

Delimitation

This report will cover the relationship between the Uinta National Forest, the State of Utah, Utah and Wasatch Counties, and the local communities within the counties. Some analyses will be done outside of the geographical area, but only as an indicator to determine how effective the proposals made in this study would be as they apply to adjacent areas. National Forest System lands on the Wasatch National Forest in

Salt Lake and Weber Counties and their proximity to areas along the Wasatch Front are similar to those of the Uinta National Forest.

Basic Assumptions

For the study to be valid, it is assumed that coordination between the Federal Government, State of Utah, local governments, and private individuals, is the direction desired. It must also be assumed that each of the agencies would be willing to cooperate and meet as necessary to outline and define what each is going to do to meet their obligations. It must also be assumed that the demand for outdoor recreation opportunities will continue to increase. This is based on increased population and past trends where people are staying close to home to recreate and are not going to areas that require a great deal of expense. Some people still travel to National Parks in Southern Utah and California as well as other areas; however the bulk of those who use the Uinta National Forest are from the local communities. This trend is expected to continue.

Limitations

This report will be limited because of the time that is required to meet with all of these agencies and to establish a procedure that would implement the coordination described. This, however, should not mean that recommendations in the report cannot be carried forth to ensure that the needed coordination takes place. The study is also limited by the amount of time others are willing to spend to discuss coordination needs and by

the lack of information available on this subject. None of the literature reviewed discusses a process for embarking on this kind of effort.

This paper is a student project and was prepared to meet short course requirements. However, it could be used as a resource in approaching the overall idea of interface between the Forest Service, State of Utah and its legal subdivisions, and private recreation suppliers.

CHAPTER II

Review of Literature

Literature reviewed was primarily concerned with Urban Forestry and Recreation. There is a lack of information discussing the subject of the Forest/Urban Interface as it relates to recreation responsibilities. Most of the literature described the need for areas containing parks and other recreation facilities.

This paper deals with the question, "How do the urban environments (states, counties, cities) interface with adjacent National Forests and provide their share of outdoor recreation opportunities/experiences other than organized athletics?"

The following summarizes the reports that were reviewed:

Evaluating the Recreation Potential of Urban Forests - This study was done in Montreal, Canada. It was based on the premise that urban forests are disappearing from our cities. Biophysical and esthetic criteria were ranked and estimated in relation to various development infrastructure categories.

The study concluded that the quality and quantity of wood lots on Montreal Island are rapidly shrinking. However, the knowledge of their

recreation potential could contribute to their preservation and development. Discussions with Salt Lake County Recreation Planner Don Davis verified this is occurring along the Wasatch Front.

Projection and Valuation of Outdoor Recreation Of Forest Lands - Doctoral Dissertation, John Gerrit Hof, Colorado State University, Spring 1979. The Forest Service is legislatively required to project recreation resource usage and to employ such projections in their planning and management decisions.

Guidelines for Understanding and Determining Optimum Recreation Carrying Capacity - Prepared by Urban Research Development Corporation, Bethlehem, Pennsylvania, prepared for the Bureau of Outdoor Recreation. This report did not contain any discussion on coordination, but talked about carrying capacity being as vague as "beauty" and "quality of life." However, it does suggest that recreationists would be willing to sacrifice quality for being able to stay close to home. This report was completed prior to the "energy crunch."

A Plan for Outdoor Recreation, Utah County, Utah, 1968 - Conclusions
in the report:

Each neighborhood should have a park.

Community parks should be established.

Regional parks should be provided.

Canyon areas should be preserved for public recreation - also, private land should be acquired by county, cities, Utah Parks and Recreation, Communities, Bureau of Land Management, Forest Service, Service Clubs, etc.

Additional mountain areas should be developed - BLM and Forest Service should be encouraged to construct additional recreation facilities. Utah County should continue to construct roads into public camping and picnicking areas.

The County should cooperate with State and Federal agencies. "The County should cooperate with State and Federal agencies in nearby canyons, lake areas, or other appropriate areas throughout the County."

There was a different economic climate when the Utah County Outdoor Recreation Plan was written. Gasoline was only 30 cents/gallon and an automobile cost only \$3,800. Families could travel greater distances for less. Travelers used more remote areas of the Forest. They were not as concentrated as in the now heavily-used canyons adjacent to the communities along the Wasatch Front.

Utah County Master Plan 1980 - page 105. Summary of recreation facilities. The majority, 51 percent, of camping sites and 36 percent of the picnic sites are provided by the Federal Government.

The recreation development objective in the plan is "Programs should be initiated by the county and municipalities to acquire land in advance of

need so that property best suited for recreational use might be more economically purchased. This should be done even if bonding is required."

Provo Canyon Plan - Adopted as an element of the Master Plan of Utah County, June 24, 1975. A study conducted as part of this plan determined that approximately 75 percent of the people interviewed were aware of the recreation facilities in Provo Canyon, but only about 40 percent ever used the areas.

Utah Outdoor Recreation Plan, 1980, SCORP - Page 22. Needed research - A State-wide goals study to determine and examine planning goals and objectives for the State and its local communities. Purpose: To give overall State-wide planning direction.

Page 78. "Functions of various agencies are based on the philosophy that the agency responsible should be equal in significance to the resource being developed or the recreational need being met. This would require all activities of national significance to be developed by Federal agencies; statewide significance by state agencies; local significance by local agencies."

"In this type of system it is imperative that notification of major developments and plans be coordinated with all agencies to ensure best use of the opportunity."

"Some responsibilities overlap."

With at least 66 percent of Utah's land being owned by the public at the Federal Government level, planning and development decisions concerning the future of these lands should be closely coordinated, especially where recreation opportunities are considered.

The private sector should invest in recreational areas and facilities to help meet identified and planned needs. Because private enterprise operates on the profit motive and the demand for outdoor recreational opportunities is increasing, the role of the private sector is being ened whereas little interest existed before.

It is neither the intent nor the function of government to provide recreational opportunities where private enterprise can do so. Private initiative should be encouraged at every opportunity. Private sector participation should be increased. Probably the greatest encouragement for this would be through:

Minimizing competition between public and private development.

Encouraging governmental assistance for access and utility services to developments on a joint partnership basis.

Providing technical assistance in development and management of recreational areas.

Measuring and Improving Effectiveness of Public Outdoor Recreation Programs - USDA Forest Service, USDI Bureau of Land Management, and George Washington University (no date).

There are 17 recommendations in the report. Several apply to the subject of the forest/urban interface. The recommendations are:

1. Greater standardization of evaluation terminology and of measurement units should be achieved among agencies.
2. Program outputs should be differentiated and specified more clearly.
3. The concept of economic efficiency should be used more widely in outdoor recreation resource allocation decisions. Toward that end, more measures of willingness to pay should be employed to quantify the economic worth of publicly provided outdoor recreation opportunities and to define outdoor recreation demand.
4. Efforts should be made to charge higher user fees where it is economically efficient to do so.
5. Greater attention should be given to obtaining more accurate measures of use, including "off-site" use.
6. Level-of-service and quality-of-service management standards for specific program elements should be developed as soon as possible to

relate changes in inputs (investments) to the type, amount, use, and quality of specific outdoor recreation opportunities (outputs) provided.

- *7. Measures of program outputs should be tied to the Recreation Opportunity Spectrum System, where applicable.
- 8. More research should be done to refine methods for quantifying economic demand, output quality, program benefits, and joint-productivity relationships between recreation and other uses such as timber.
- 9. More consideration should be given in program evaluations, to the different types of benefits realized by on-site and off-site users. When hard data are not available on these benefits, more narrative descriptions of likely benefits should be used.
- 10. Office of Budget and Management questionnaire clearance procedures should be streamlined.
- *11. Better interagency cooperation should be achieved including gathering and sharing of data.

*Recommendations that apply specifically to forest/urban interface.

- *12. Closer ties should be established between public outdoor recreation agencies and the user groups who benefit directly from the opportunities provided.
- *13. Closer cooperation should be maintained with private outdoor recreation enterprises.
- 14. Greater statistical and data processing skills should be maintained by management agencies.
- 15. Training of outdoor recreation managers in the social sciences and in outdoor recreation management should continue.
- 16. Formal federal employment entry requirements and career ladders should be established for outdoor recreation professionals in federal agencies.
- *17. The directors of federal outdoor recreation agencies or departments should form a committee to evaluate how these recommendations can best be implemented.

*Recommendations that apply specifically to forest/urban interface.

Emerging Opportunities for Public/Private Cooperation in Outdoor Recreation - R.D. Grenleaf and W.F. LaPage.

Opportunities for financial and technical assistance programs to aid the private sector along the lines of the agricultural extension service programs have been evident and largely neglected for years. This may be public recreation's best investment for the next decade.

Even without the emerging budget structures, it has become increasingly apparent that a new philosophy toward user fees is necessary and appropriate. And, as fees climb closer to meeting costs, the opportunities for concession management become greater, further fueling the argument for cooperative management.

The Forest Service Roles in Outdoor Recreation - Program Aid 1205, January 1978.

1. Cooperation - The Forest Service shares its knowledge, resources, and capabilities with public entities and the private sector.
2. Policy - Cooperation with private interests, local and State governments, and Federal agencies to make outdoor recreation opportunities for the American people as effective and available as possible.

3. Coordinate Forest Service activities with other Federal, State, local and private recreational entities to avoid duplication of efforts.

These are brief statements showing intent and policy. A copy of the entire booklet is included in the appendix.

CHAPTER III

Procedures

There are several suppliers of outdoor recreation throughout the State of Utah, particularly along the Wasatch Front. The Forest Service provides overnight camping and picnicking at developed sites and various other recreation activities in undeveloped areas. The State of Utah provides recreation facilities such as those at Utah Lake and Great Salt Lake. Utah's counties provide most of the athletic type of recreation such as swimming pools, baseball diamonds, and the various other organized athletic activities. They also provide some passive recreation opportunities in regional parks. These regional parks contain facilities for group use, but none for overnight camping.

Approach

The State of Utah SCORP, Master Plan for Salt Lake Utah and Wasatch Counties and Forest Service roles in outdoor recreation were all reviewed.

It is assumed that recreation opportunities can be provided by all land managing entities of Government as well as the private sector and that

due to the nature of land type and overriding policies, each of the participating groups have definite roles. Some roles will overlap. Some opportunities can only be provided by one or two agencies. This structure makes up a Recreation Opportunity Spectrum or Role.

As stated earlier, each of the planning documents contains a section on coordination. However, there is no vehicle for implementation of this suggestion. Coordination seems to be a key word in these planning documents, but it may be somewhat superficial as far as being able to make the coordination actually happen. No one as yet has assumed this responsibility.

Table I

Supply Roles
of Recreation Entities

Areas, Facilities, and Activities	Forest Service	Bureau of Land Management	National Park Service	Fish and Wildlife	Corps of Engineers	Tennessee Valley Authority	Bureau of Reclamation	State Government	Local Government	Private Individuals
Wilderness hiking, boating, camping, fishing, hunting, etc.	Very high	Very high	Very high	High	Low	Low	Low	Low	Low	Low
Wild and Scenic Rivers Hunting, hiking, fishing, boating, etc.	Very high	Very high	Very high	High	Low	Low	Low	Low	Low	Low
National Recreation Areas Full spectrum of activities	Very high	Low	Very high	High	Low	Low	Low	Low	Low	Low
Backcountry, roadless, scenic, and dispersed recreation areas Nordic skiing, boating, hiking, wood gathering, berrying, etc.	Very high	High	High	High	Low	Low	Low	Low	Low	Low
Driving for pleasure	Very high	Very high	Very high	High	Low	Low	Low	Low	Low	Low
Facilities for dispersed area use Camping, boating, nature study, hunting, fishing, etc.	Very high	Very high	High	High	Low	Low	Low	Low	Low	Low
Trails: Hiking, horseback riding, bicycling, Nordic skiing	Very high	Very high	Very high	High	Low	Low	Low	Low	Low	Low
Hunting and fishing	Very high	Very high	High	High	Low	Low	Low	Low	Low	Low
Alpine skiing	Very high	Low	Low	Low	Low	Low	Low	Low	Low	Low
Interpretation of natural resources	Very high	High	Very high	High	Low	Low	Low	Low	Low	Low
Interpretation of cultural resources	Very high	High	Very high	High	Low	Low	Low	Low	Low	Low
Off-road vehicle facilities and activities Snowmobiling, motor biking, four-wheel driving	High	Very high	High	Low	Low	Low	Low	Low	Low	Low
Organization camps: Camping, nature study, using dispersed areas	High	High	Low	Low	Low	Low	Low	Low	Low	Low
Destination campgrounds Camping, swimming, boating	High	High	High	High	Low	Low	Low	Low	Low	Low
Facilities for day use sites Swimming, boating, nature study, picnicking, outdoor cooking	High	High	High	High	Low	Low	Low	Low	Low	Low
Destination campgrounds for external attractions	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
Campgrounds for through travelers	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
Urban recreation facilities	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low

Key:



Very high



High



Medium



Low



Very low

This table outlines the supply roles of the various entities as described by the Forest Service. Forest Service emphasis is placed on the facilities, ranging from wilderness to certain day use facilities.

Table II

Priorities for Recreation Efforts
by the Forest Service

Areas, Facilities, and Activities	Allocation of National Forest lands	Development, con- servation & maintenance	Research	Cooperative advice	Concessions on Na- tional Forest lands
Wilderness: Hiking, boating, camping, fishing, hunting, etc.	Very high	Very high	Very high	Very high	Very high
Wild and Scenic Rivers: Hunting, hiking, fishing, boating, etc.	Very high	Very high	Very high	Very high	Very high
National Recreation Areas: Full spectrum of activities	Very high	Very high	Very high	Very high	Very high
Backcountry, roadless, scenic, and dispersed recreation areas: Nordic skiing, boating, hiking, wood gathering, berrying, etc.	Very high	Very high	Very high	Very high	Very high
Driving for pleasure	Very high	Very high	Very high	Very high	Very high
Facilities for dispersed area use: Camping, boating, nature study, hunting, fishing, etc.	Very high	Very high	Very high	Very high	Very high
Trails: Hiking, horseback riding, bicycling, Nordic skiing	Very high	Very high	Very high	Very high	Very high
Hunting and fishing	Very high	Very high	Very high	Very high	Very high
Alpine skiing	Very high	Very high	Very high	Very high	Very high
Interpretation of natural resources	Very high	Very high	Very high	Very high	Very high
Interpretation of cultural resources	Very high	Very high	Very high	Very high	Very high
Off-road vehicle facilities and activities: Snowmobiling, motor biking, four-wheel driving	Very high	Very high	Very high	Very high	Very high
Organization camps: Camping, nature study, using dispersed areas	Very high	Very high	Very high	Very high	Very high
Destination campgrounds: Camping, swimming, boating	Very high	Very high	Very high	Very high	Very high
Facilities for day use sites: Swimming, boating, nature study, picnicking, outdoor cooking	Very high	Very high	Very high	Very high	Very high
Destination campgrounds for external attractions	Very high	Very high	Very high	Very high	Very high
Campgrounds for through travelers	Very high	Very high	Very high	Very high	Very high
Urban recreation facilities	Very high	Very high	Very high	Very high	Very high

Key:



Very high



High



Medium



Low



Very low

This table outlines the Forest Service output priorities. They range from wilderness to some day use facilities, similar to Table I.

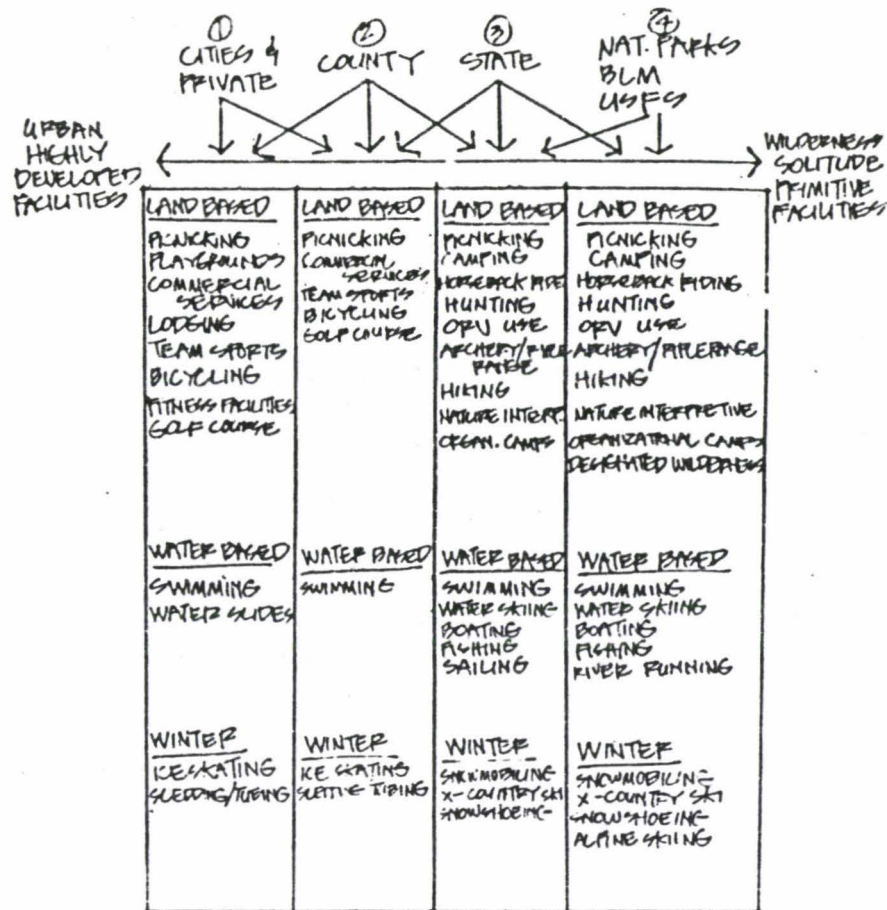
Table III

Activity: Family Picnicking		State Total						
Sites with Family Picnicking		437						
Total Sites Inventoried		2749						
Percent Sites with Family Picnicking		15.9%						
Number of Tables		4712						
Acres of Picnic Area		1175.9						
Use Days - Mean		209						
- Median		240						
Total		4361230*						
*Calculated from state-wide median and number of tables								
Family Picnicking Facility Management		Fed	Ind	Com	Cou	State	Sch	Pri
Sites with Family Picnicking		126	2	184	30	19	6	68
Total Sites Inventoried		857	36	503	94	81	554	626
Percent Sites with Family Picnicking		15%	5%	36%	32%	23%	1%	10%
Percent by Ownership		29%	-	42%	7%	4%	1%	16%
Number of Tables		1151	34	1685	262	299	21	1290
Acres of Picnic Area		493.3	3	267.7	154.1	79.3	2.1	176.4
*Less than 1 percent								
Activity: Group Picnicking		State Total						
Sites with Group Picnicking		368						
Total Sites Inventoried		2745						
Percent Sites with Group Picnicking		13.4%						
Number of Picnic Tables		5368						
Acres of Picnic Area		298.8						
Use Days - Mean		200						
- Median		240						
Total		5373270*						
*Calculated from state-wide mean and number of tables								
Group Picnicking Facility Management		Fed	Ind	Com	Cou	State	Sch	Pri
Sites with Group Picnicking		105	2	157	30	10	2	60
Total Sites Inventoried		857	36	503	94	81	554	626
Percent Sites with Group Picnicking		12%	5%	31%	32%	12%	-	9%
Percent by Ownership		28%	-	43%	8%	3%	-	17%
Number of Tables		971	11	2702	468	139	11	1086
Acres of Picnic Area		132.9	2	98.4	20.2	32	3	14.8
*Less than 1 percent								
Activity: Family Camping		State Total						
Sites with Family Camping		522						
Total Sites Inventoried		2749						
Percent Sites with Family Camping		19%						
Number of Family Camp Units		13485						
Acres of Family Campsites		4797						
Use Days - Mean		200						
- Median		152						
Total		2003000*						
*Calculated from state-wide mean and number of camp units								
Family Camping Facility Management		Fed	Ind	Com	Cou	State	Sch	Pri
Sites with Family Camping		282	2	4	9	27	0	198
Total Sites Inventoried		857	36	503	94	81	554	626
Percent Sites with Family Camping		32.9%	5.5%	8%	9.6%	33.3%	0	31.6%
Percent by Ownership		54%	-	-	2%	5%	0	36%
Number of Units		5735	125	8	359	731	0	6507
Acres of Units		2458	10	10.5	199	493.9	0	1555.8
*Less than 1 percent								
Activity: Group Camping		State Total						
Sites with Group Camping		144						
Total Sites Inventoried		2749						
Percent Sites with Group Camping		5.2%						
Number of Group Campsites		724						
Acres of Group Campsites		475.7						
Use Days - Mean		133						
- Median		120						
Total		98686*						
*Calculated from state-wide mean and number of camp units								
Group Camping Facility Management		Fed	Ind	Com	Cou	State	Sch	Pri
Sites with Group Camping		120	0	0	2	4	0	18
Total Sites Inventoried		857	36	503	94	81	554	626
Percent Sites with Group Camping		14%	0	0	2.1%	4.9%	0	2.9%
Percent by Ownership		83%	0	0	1%	3%	0	13%
Number of Group Campsites		513	0	0	5	11	0	195
Acres of Group Campsites		227.1	0	0	6.5	16.1	0	226

Table III is taken from the State SCORP and shows the number of sites for the State of Utah for four categories: Family picnicking, group picnicking, family camping, and group camping. These are grouped by recreation supplier.

The suppliers of the majority of camping areas are the Federal Government, State of Utah, and private enterprise. The suppliers of the majority of the picnic sites are communities, counties, and the State of Utah.

TRADITIONAL RECREATION OPPORTUNITY ROLES



PROPOSED RECREATION OPPORTUNITY ROLES

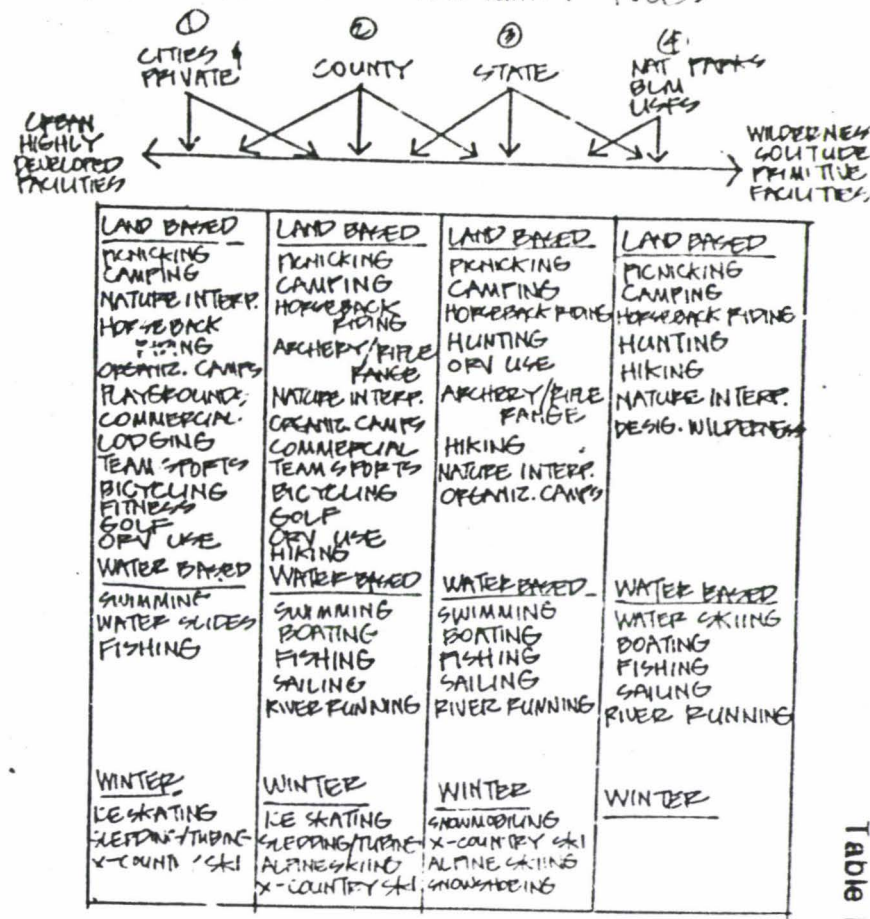


Table IV

Table IV displays the traditional and proposed roles of each recreation-producing entity. The proposal shows a shift of overnight camping, picnicking, and nature study to private enterprise, cities, and counties. The complete criteria for this shift is still being developed.

CHAPTER IV

Analysis of Data

All of the planners interviewed expressed the desire to work cooperatively to make sure that coordination did take place and their willingness to participate on committees. Each individual expressed this desire, but with some reservation. The various agencies are presently having difficulties with reductions in budget and staffing. Each expressed the concern, however, that they were not sure how much time and effort could be devoted to coordination at this time, since most of them are currently involved in the actual "doing" work related to completing projects, and their time for planning at this scale is limited. As stated in previous chapters, I have not been able to find any direction or plan for making coordination happen.

There is a strong desire for coordination; however a lack of knowing exactly which direction to take keeps the planners from taking any steps forward to meet this goal.

A survey conducted by Salt Lake County concluded that recreation users are willing to pay for the various recreation activities. Forest Service campground fees have increased considerably in the past five years. With this increase in fees there has been no reduction in numbers of visitors to the National Forest. This also indicates a willingness to pay.

Overnight camping facilities have not normally been provided by the counties and cities. There seems to be a reluctance to embark on this kind of a program. County planners feel that since National Forests have always provided these facilities there is no reason for this to change.

The roles of different Federal, State, local, and private agencies in providing different recreation outputs are unclear, with much duplication of services, and, sometimes, insufficient services being offered. Data, such as on users' willingness to pay, collected by one agency are frequently not known to other agencies. In addition, many agencies make their own national or regional household surveys without adequate coordination. Greater interagency coordination among researchers and managers is needed in all aspects of recreation output measurement. The Recreation Opportunity Spectrum concept should be used, where feasible, to help better define the appropriate roles of different agencies in providing urban-to-primitive recreation opportunities.

			Semi-	Semi-	
		Roaded-	primitive	primitive	
Urban	Rural	natural	Motorized	Nonmotorized	Primitive

The Recreation Opportunity Spectrum.

In summary, the problem simply stated is that everyone is waiting for everyone else. While we all wait, the price of raw land continues to rise. The cost at the margin for acquiring these lands and being able to develop now and in the future is very high. Urbanization is continuing to move into the undeveloped areas using lands for subdivisions and commercial developments, thus reducing their availability for development as overnight camping and for large groups.

The Governor of the State of Utah has stressed the role the State should be playing regarding several areas of public service vs. that of the Federal Government. Of top priority in assuming "states' rights" should be that of attending to the task of steering committee leadership in the critical area of outdoor recreation in Utah.

Closer liaison with outdoor recreation user groups should be maintained by public recreation agencies. Also, more effort should be made to gain mutual understanding of the problems and concerns of all agencies and user groups so that agencies can be more responsive and user groups more active in articulating their interests in the public decision processes.

CHAPTER V

Summary of Procedures and Findings

Recreation planning documents and other master plans were reviewed to see what kinds of information were provided about the role they have accepted as providers of recreation facilities, how they addressed coordination, how coordination should take place, who should be responsible for the coordination, and how and when the coordination is going to begin.

Scarcely more than a paragraph was found stating that coordination is essential and in some cases a description of what each entities' role should be: State, County, and local governments. It was determined from meetings with planners from various agencies, that there is no process for carrying out the coordination, but there is a strong desire to see that it happens and a willingness to participate if someone else will get things started.

Conclusions

There is a need for coordination between Government agencies at all levels, private recreation suppliers and consumer groups. Land values, population, and demand for outdoor recreation facilities are increasing and will most likely continue in an upward fashion.

Recreation areas along the Wasatch Front are primarily used by local residents. It appears that the opportunity exists for a coordination process to be developed. The responsibility for coordination belongs to all recreation suppliers and consumers. Outdoor recreation is an important part of everyone's life. It is the one outlet that the public participates in, regardless of their age and social background.

If outdoor recreation is not coordinated, this generation and generations to come will suffer.

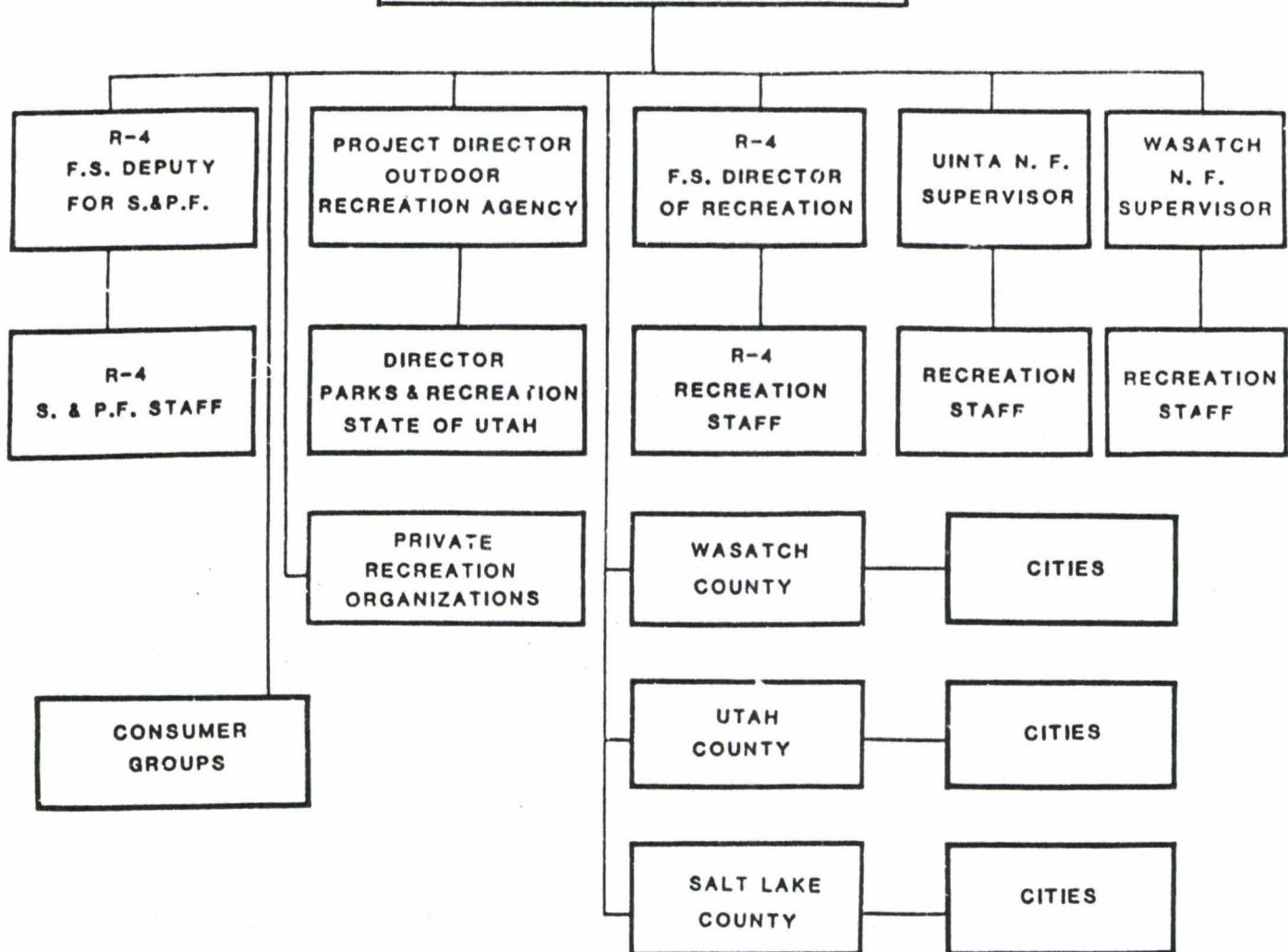
Recommendations

The Executive Director of the Department of Natural Resources and Energy for the State of Utah; the Project Director for the Outdoor Recreation Agency; the Director of Parks and Recreation; the Director of State Lands and Forestry for the State of Utah; the Deputy for State and Private Forestry; the Regional Forest Service Director of Recreation and his assistants with responsibility for developed recreation; the Forest Supervisors for the Wasatch and Uinta National Forests and their staff with recreation responsibilities; the Park Directors and Planners for Salt Lake, Utah, and Wasatch Counties; representatives from private recreation supply groups; and representatives from consumer groups meet to get this coordination ball rolling.

They could function in a brainstorming format, with the rules of brainstorming being such that everyone has the opportunity to speak and express ideas, no one is criticized for the comments he makes, and every comment given is discussed and its merits weighed.

Goals and objectives could be set and committees established. Costs will be high, but the benefits will be high also.

EXECUTIVE DIRECTOR
DEPARTMENT OF NATURAL RESOURCES
STATE OF UTAH



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The Forest Service Roles
in Outdoor Recreation



Forest Service
U.S. Department of Agriculture

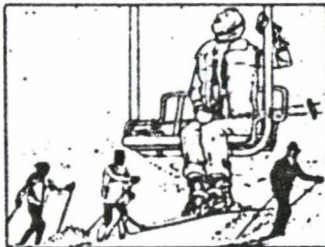
Program Aid 1205

APPENDIX

Roles in Outdoor Recreation

Cooperation

The Forest Service cooperates with private interests, local and State governments, and Federal agencies by sharing its knowledge, resources, and capabilities.



Land Planning and Management

The Forest Service develops, administers, and protects National Forest System lands in a manner that produces opportunities for quality recreation experiences and related services in conjunction with the provision of other goods and services.



Research and Information

The Forest Service conducts research to aid effective recreation management on all forest and rangelands and provides information that enhances the National Forest visitors' experiences.

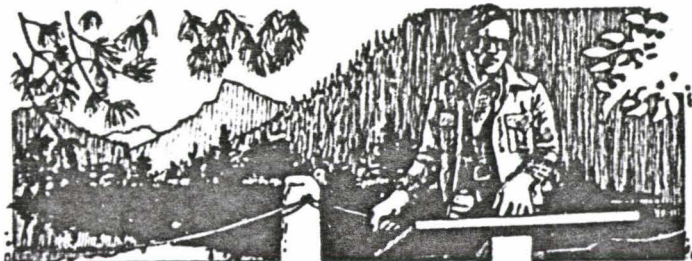


The Forest Service Roles in Outdoor Recreation

Cooperation — the Forest Service shares its knowledge, resources, and capabilities with public entities and the private sector.

POLICY

- Cooperate with private interests, local and State governments, and Federal agencies to make outdoor recreation opportunities for the American people as effective and available as possible.
- Coordinate Forest Service activities with other Federal, State, and local and private recreational entities to avoid duplication of efforts.
- Ensure that Forest Service recreational programs are complementary with other public and private programs.
- Rely on the private sector and local governments to provide, on lands under their jurisdiction, developments such as playfields, swimming pools, golf courses, race tracks, and tennis courts needed to meet local, State, or regional demands.
- Implement and support programs that reduce unemployment and introduce the disadvantaged to recreation experiences.
- Provide opportunities for volunteer services.
- Cooperate with appropriate agencies to assure prompt mobilization of local agencies, organizations, and individuals in meeting emergency search and rescue situations, and take action to protect life and property in the interim between notification and mobilization.
- Ensure an acceptable level of security for visitors to the National Forests—primarily through local law enforcement.
- Evaluate outstanding cultural and historical sites to determine if preservation, restoration, and interpretation is indicated.
- Provide State and private forestry recreation technical assistance to private forest landowners who are interested in providing nonincome producing recreation opportunities.
- Encourage private sector development and operation of public recreational facilities adjacent to and compatible with National Forest System management. Support these endeavors with complementary recreation development, such as trails, on the National Forest System land.



- Develop or permit on the National Forest System lands overnight and related facilities needed to accommodate visitors to nearby, but off-Forest, attractions if cooperative land management planning indicates these lands offer the best opportunity.
- Participate actively in development of State Comprehensive Outdoor Recreation Plans (SCORP) and recreation elements of county comprehensive plans.
- Assist the Bureau of Outdoor Recreation as it develops and maintains the Nationwide Outdoor Recreation Plan.
- Encourage interpretive, historical, and other associations to assist in interpretation of National Forest System resources through cooperative agreements and employee participation.

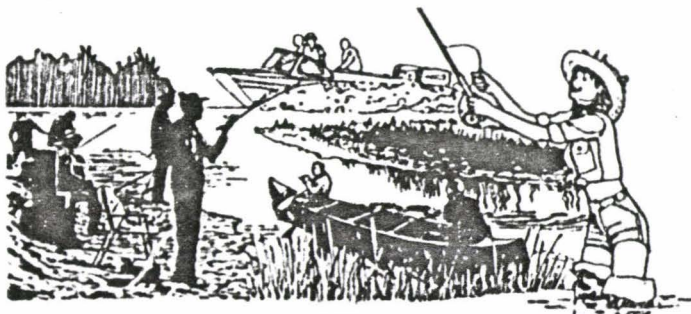
Land Planning and Management — assures that the National Forest System lands provide a variety of appropriate opportunities for outdoor recreation.

POLICY

- Emphasize an attitude of service to people.
- Provide recreation opportunities within the National Forest units of the Wilderness System without impairing the basic resource.
- Maintain a natural setting at camp and picnic sites.
- Evaluate and manage recreation scenic values along National Forest System roads and highways.
- Develop and maintain a system of road access and rights-of-way that provide a mixture of scenic and recreation opportunities.
- Limit regulations, constraints, and supervision of recreation use to the minimum necessary for resource protection, visitor satisfaction, and safety.
- Maintain trail uses for all—including the handicapped.
- Inventory and protect cultural history resources on National Forest System lands.



- Work with State wildlife departments to ensure sustained and diversified fish and wildlife populations to enhance recreation experiences.
- Coordinate land management and recreation planning within and adjacent to the boundaries of the National Forests with public agencies and neighboring private landowners.
- Direct Forest Service funded recreation development primarily toward those activities that are not potential profit-earning ventures for the private sector.
- Avoid Forest Service financing of facilities where existing or planned private developments are capable of meeting public needs.
- Endeavor to attract and assist private entrepreneurs in the provision of needed recreation facilities and opportunities on National Forest System lands.
- Provide day use and overnight facilities needed by through travelers on National Forest System lands if other suitable lands are not available.
- Utilize environmental education, visitor information, facility location, and site design to reduce user conflicts and resource damage.
- Promote forest and rangeland recreation opportunities to meet the special needs of the disadvantaged.
- Develop and maintain camping sites suitable for groups—including the disadvantaged—and work with private interests, State and local government, and other Federal agencies in promoting their use.
- Identify and recommend to Congress lands needed to complete the National Forest portion of the National Wilderness Preservation System.
- Integrate landscape management techniques into all forest management activities to attain the best visual quality commensurate with cost and other needed land uses.
- Initiate a pilot program for the development of simple, permanent organization camps through special use permits on National Forest System lands to be used to bring youth, older Americans, and the disadvantaged to the forest recreation resources and to provide bases for environmental education.



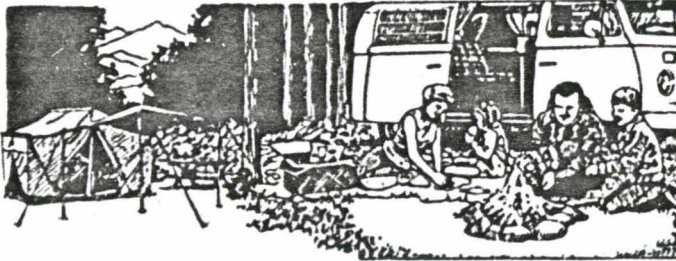
- Encourage full utilization of all existing special use organization camps, with emphasis on providing for environmental education experiences for all.
- Promote public access to, travel within, and enjoyment and appreciation of the scenic and recreational values of the National Forest System by identifying trails through land management planning suitable for establishment as National Recreation Trails.
- Give special emphasis to the protection and management of National Forest System areas and trails that have been given special designation—such as National Recreation Areas, Wilderness, Wild and Scenic Rivers, and National Scenic and Recreation Trails.
- Where concessioner operation is in the public interest, but profit potential is inadequate, Government funds may be used to develop supporting facilities, such as access, boat ramps, and parking lots.
- Use Land Management Planning Area Guides to help assess recreation needs and to help determine ways of coordinating Federal, State, and local efforts.



Research and Information — assures that the Forest Service conducts needed research to aid effective recreation management on all forest and rangelands and provides information to enhance the National Forest visitors' experiences.

POLICY

- Conduct research to obtain, and effectively transfer, knowledge necessary to improve the management of public and private forest and rangeland recreation opportunities, and wilderness.
- Develop methods, through research, to forecast future recreation demand.
- Continue research to improve ways to preserve the natural environment necessary to integrate forest recreation supply and demand, and to develop methods to coordinate the supply and demand with the production of other forest benefits.
- Provide, where practical, information on the degree of hazard involved in specific high-adventure recreation activities.
- Emphasize Visitor Information Service (VIS) activities.
- Provide information to assist the users in choosing the opportunities they wish to participate in and help them plan for that chosen activity.
- Interpret forest and rangeland environments and man's relationship to them.
- Provide opportunities for interpretation and viewing of wildlife where visitor impacts on wildlife and their life support system are not critical.
- Identify demonstration areas offering a significant spectrum of recreation. These areas will be used to demonstrate quality recreation management and services, apply and test research findings, demonstrate proven principles and practices of recreation management, and offer a variety of training opportunities.
- Demonstrate the recreation potential of private rangelands through development and management of recreation opportunities on the National Grasslands.



- Cooperate with other agencies and the private sector to implement early use of research technology.
- Cooperate with educational institutions or historical societies whenever possible to make cultural history resources available for public enjoyment and education where consistent with protection needs.
- Explore ways to inventory, maintain, protect, and augment opportunities for use of forest recreation environments.
- Recruit new employees with a background of behavioral science and natural resource skills.
- Develop and implement continuing educational programs that will bring behavioral science skills to all employees in recreation management.
- Conduct and support cooperative long-term research in visual resource analysis methods and in ways of measuring public perceptivity and sensitivity to visual change.



The following charts graphically depict the "Supply Roles of Recreation Entities" and "Priorities for Recreation Efforts by the Forest Service." These charts are intended to encourage recreation entities (especially those in the private sector) to enter the field where there are gaps, and prevent duplication of facilities and services where the field is already overcrowded.

6 Supply Roles
of Recreation Entities

Area, Facilities, and Activities	Forest Service	Bureau of Land Management	National Park Service	Fish and Wildlife	Corps of Engineers	Tennessee Valley Authority	Bureau of Reclamation	State Government	Local Government	Private Individuals
Wilderness Hiking boating camping fishing hunting etc	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Wild and Scenic Rivers Hunting hiking fishing boating etc	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
National Recreation Areas Full spectrum of activities	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Backcountry, roadless, scenic, and dispersed recreation areas Nordic skiing boating hiking wood gathering berrying etc	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Driving for pleasure	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Facilities for dispersed area use Camping boating nature study hunting fishing etc	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Trails Hiking horseback riding bicycling Nordic skiing	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Hunting and fishing	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Alpine skiing	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Interpretation of natural resources	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Interpretation of cultural resources	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Off-road vehicle facilities and activities Snowmobiling motor biking four-wheel driving	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Organization camps Camping nature study using dispersed areas	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Destination campgrounds Camping swimming boating	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Facilities for day use sites Swimming boating nature study picnicking outdoor cooking	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Destination campgrounds for external attractions	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Campgrounds for through travelers	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium
Urban recreation facilities	Very high	Very high	Very high	High	Medium	Medium	Medium	Medium	Medium	Medium

Key:



Very high



High



Medium



Low



Very low

Priorities for Recreation Efforts by the Forest Service

Areas, Facilities, and Activities	Allocation of National Forest Lands	Development, con- servation & maintenance	Research	Cooperative advice	Concessions on Na- tional Forest lands
Wilderness Hiking, boating, camping, fishing, hunting, etc.	Very high	Very high	Very high	High	High
Wild and Scenic Rivers Hunting, hiking, fishing, boating, etc.	Very high	Very high	Very high	High	High
National Recreation Areas Full spectrum of activities	Very high	Very high	Very high	High	High
Backcountry, roadless, scenic, and dispersed recreation areas Nordic skiing, boating, hiking, wood gathering, berrying, etc.	Very high	Very high	Very high	High	High
Driving for pleasure	Very high	Very high	Medium	Medium	Low
Facilities for dispersed area use Camping, boating, nature study, hunting, fishing, etc.	Very high	Very high	Medium	Medium	Low
Trails Hiking, horseback riding, bicycling, Nordic skiing	Very high	Very high	Medium	Medium	Low
Hunting and fishing	Very high	Very high	Medium	Medium	Low
Alpine skiing	Very high	Medium	Medium	Medium	High
Interpretation of natural resources	Very high	Very high	Medium	Medium	Low
Interpretation of cultural resources	Medium	Medium	Medium	Low	Low
Off-road vehicle facilities and activities Snowmobiling, motor biking, four-wheel driving	Medium	Medium	Medium	Medium	Medium
Organization camps Camping, nature study, using dispersed areas	Medium	Medium	Medium	Medium	Medium
Destination campgrounds Camping, swimming, boating	Medium	Medium	Medium	Medium	Medium
Facilities for day use sites Swimming, boating, nature study, picnicking, outdoor cooking	Medium	Medium	Medium	Medium	Medium
Destination campgrounds for external attractions	Medium	Low	Medium	Medium	Medium
Campgrounds for through travelers	Low	Low	Medium	Medium	Medium
Urban recreation facilities	Low	Low	Medium	Low	Low

Key:



Very high



High



Medium



Low



Very low